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EVALUATING SDG 11 COVERAGE ON CIMAHU URBAN DEVELOPMENT PROGRAM

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Abstract

Before a Medium-Term Development Plan is in legal form, it must go through a Strategic Environmental Study (SES) to ensure every policy, plan, and programs have met the principles of sustainable development in Indonesians' cities. The Medium-Term Development Plan is an urban development document containing non-spatial and spatial development programs, in this case, Cimahi for five years period. The process of formulating and legalise the Medium-Term Development Plan of Cimahi must be going through stakeholder and community participation as well as political arrangements with regional legislative councils. The latter process especially distorts the development programs from achieving the Sustainable Development Goal (SDG) 11 indicators and become the roots of urban problems. This paper explores (1) to what extent does the Cimahi's urban development program still meets the SDG 11 indicators, and (2) to what extent does the participation and political processes influence changes in development programs. Evaluation result based on SDG 11 criteria and indicators on Cimahi's urban development program through content analysis shows that there is distortion from the SDG 11 value mainly driven from more private interests and less of public interests.

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Keywords: SDG 11, sustainable development, urban policy, development programs.



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1. Introduction

The New Urban Agenda (NUA) is the official document as the result of Habitat III congress in 2016. This document becomes a reference for adoption by cities on a global scale in urban and settlement development up to the year 2036. The New Urban Agenda is a detailed elaboration of the Sustainable Development Goal 11 (United Nations, n.d.) which purpose is to "make cities inclusive, safe, resilient and sustainable". The New Urban Agenda is the set of goals for future urban developments and are expected to be adopted by all stakeholders tailored to their individual needs. The New Urban Agenda explains that each city has specific characteristics, hence requires a customised spatial planning and development approach. The SDG 11 has seven targets, and each target has its own set of indicators. Conceptually, the indicators are not entirely clear, although there are methods and standards set to each indicator. However, not all countries have related data to measure the achievement of the indicators for realising these targets. These are some of the global progress on SDG11 as of 2019 (United Nations, 2019):

1. There has been notable progress in the effort to reduce the proportion of global urban populations living in slums, even though more than one billion people continue to live in such situations;
2. The ratio of urban residents who have access to public transportation remains low especially in developing countries;
3. Billions of people still not accounted for waste collection services, and another billion do not have access to waste disposal facilities;
4. In 2016, 9 out of 10 people who live in urban areas still breathe air that does not meet the value of air quality standards;
5. Most cities have made the effort to make sure that their population has immediate access to open public spaces.

Rapid city development in line with an increasingly high rate of urbanisation with 55% of the population living in cities in 2018 and expected to reach 68% in 2050 (United Nations, 2018) demands even stricter efforts to achieve the SDG 11 targets, especially with top down approach. Despite much debate regarding how to operationalise the SDG11 indicator in practice (see Caprotti et al., 2017), the efforts to realise SDG 11 remains. For more optimal results, Caprotti et al. (2017) suggest the need for the role of experts, data, measurement and its implications for the production, performance and promotion of the new urban agenda. In Indonesia, procedural steps are taken to ensure that development principles are the primary consideration in formulating government policies, plans and programs. Even though in the process of formulating policies, plans and programs must be based on sustainable development, the process of participation, as well as the political process, allows changes in the substance. This change does not always lead to the realisation of SDG 11 targets and indicators. This paper will be presented in three parts. The first part discusses how the government integrates the principles of sustainable development in the formulation of policies, plans and programs. The second part explores the extent to which development programs in the Medium-Term Development Plan of Cimahi lead to the realisation of the SDG 11 targets and indicators. The final section discusses the challenges of implementing SDG 11 in Cimahi City.

2. Problem Statement

The Medium-Term Development Plan is a regional planning document for a period of 5 years; from the inauguration to the end of the term of office of the elected Mayor. There are four approach in preparing the Medium-Term Development Plan based on Indonesian Ministry of Home Affairs Regulation 86/2017 (Peraturan Menteri Dalam Negeri Republik Indonesia Nomor 86 Tahun 2017). The first approach is technocratic approach which carried out using scientific methods and frameworks to achieve the goals and objectives of regional development. The second one is participation approach which involve various stakeholders. The third one is political approach that based on the vision and mission of the elected Mayor (executive) which is discussed together with the legislative. Lastly, top-down/bottom-up approach through public hearing among village, sub-district. Ideally, the four approaches should make up a firm Medium-Term Development Plan (in this case, in Cimahi). However, the political approach plays the most dominant part during the process. The driver behind this is because vision and missions of the elected Mayor (that later would be developed as the Medium-Term Development Plan) initially prepared by the elected Mayor Campaign team (see Figure 01). The lack of participation and other approaches contributed to the outcome of the Medium-Term Development Plan. Despite much debate regarding how to operationalise the SDG 11 indicator in practice (see Caprotti et al., 2017), the efforts to realise SDG 11 needs to be reflected within the Medium-Term Development Plan. However, the political process during preparation of the development plan might distort the goals to SDG 11.

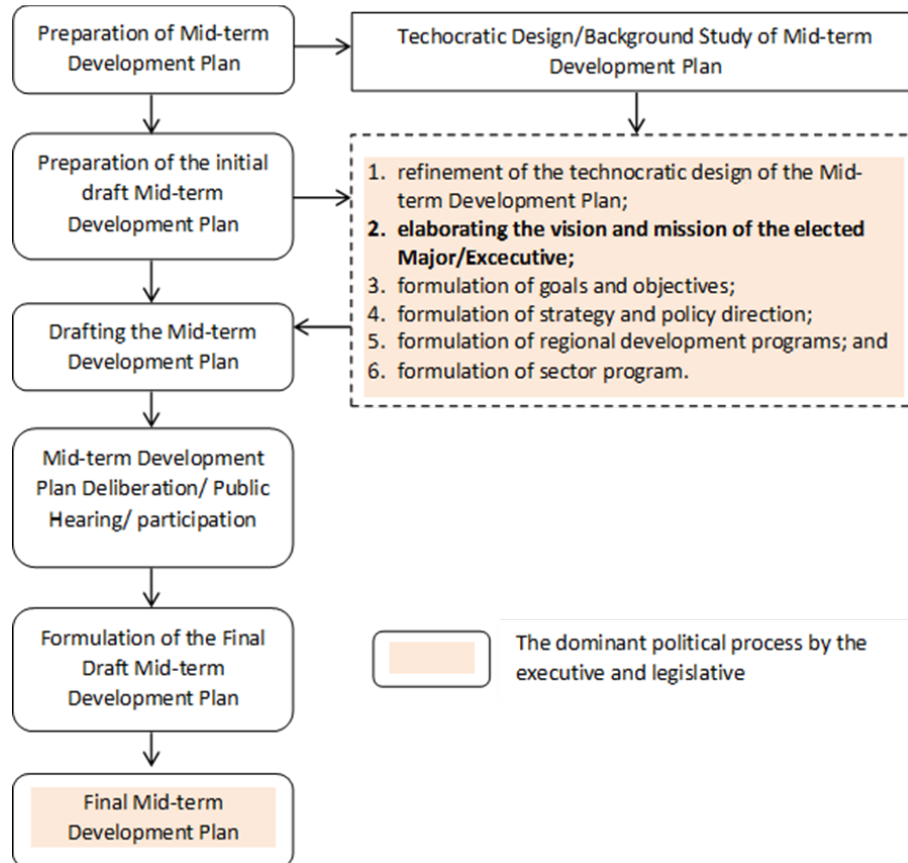


Figure 01. The Dominant Political process in the Stages of Formulation RPJMD According to Home Affairs Ministry Regulation 86/2017. Source: Analysis, 2019.

3. Research Questions

The Strategic Environmental Studies (SES) are carried out to ensure that the principles of sustainable development have become the basis and are integrated into urban development programs, in this case, Cimahi City. Nevertheless, the participation and the political process in the formulation of Cimahi urban development programs might lead to the emergence of populist programs merely to sugarcoat the Mayor's campaigns agenda instead of what is more important: the result on the SES. These whole processes raise the possibility that the programs are unrelated to or even in conflict with efforts to achieve SDG 11. To make sure that these programs are in line with SDG 11 is crucial because it works as a practical guideline for the Mayor to shape Cimahi within five years.

This study attempts to answer the question to what extent the Cimahi urban development program consistently meets SDG 11 indicators. The next question is the extent to which political participation and processes affect changes in the formulation of development programs.

4. Purpose of the Study

Against the background mentioned above, this study aims to identify whether development programs in the Cimahi Medium-Term Development Plan related to or relevant to the achievement of SDG 11. This study also explores the factors that influence the formulation of regional development programs.

5. Research Methods

This research is descriptive exploratory in nature and using a formal evaluation approach based on the formulation of legal criteria on targets and indicators set by UN-HABITAT (2016). This study is not meant to measure the achievement of SDG 11 targets, but rather identify and assess whether the development program developed in the Cimahi Medium-Term Development Plan leads to the accomplishment of SDG indicators/targets 11. The content analysis method is used through systematic procedures (Erlingsson & Brysiewicz, 2017; Krippendorff, 2018) to make an inference from the text, in this case, is the Medium-Term Development Plan document. The Medium-Term Development Plan and the Strategic Environmental Studies (SES) documents become the central secondary data. Meanwhile, primary data were obtained from the results of focus group discussions with the Cimahi Local Government and field observation. This study is not based on implemented programs but on program plans in the Medium-Term Development Plan to see whether the development program plans aligned with SDG 11 principles. This study assumes that the activities carried out by the sector are always in line with the program set out in the Medium-Term Development Plan.

6. Findings

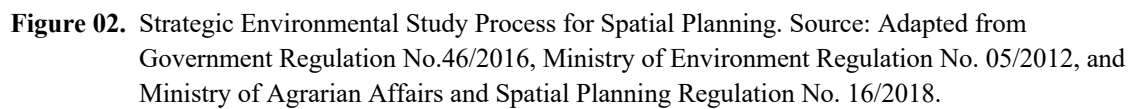
6.1. Development Planning System and Strategic Environmental Study in Indonesia

In Indonesia, there are two laws and regulations central to development planning. Firstly, Law No. 26 of 2007 on Spatial Planning (Undang-Undang Nomor 26 Tahun 2007) which produces comprehensive and detailed spatial planning documents at the national, provincial and district/city levels. Secondly, Law

No. 25 of 2004 on the National Development Planning System (Undang-Undang Nomor 25 Tahun 2004) which produces development plan/program documents such as the Long-Term Development Plan, the Medium-Term Development Plan and the Strategic Plan. As with spatial planning documents, development/program documents exist at every level of government (e.g. national, provincial and district/city levels). Spatial planning documents act as a reference for the government as well as the private sector and the community to use urban space, while development documents/programs act as a reference for the government in budgeting (based on the Law on State Finance) and implementing development.

In their preparation, the spatial planning document and the program/development document must be referred to one another to ensure that plans and programs are aligned and integrated. Every policy, plan and program in the spatial plan and development plan/program document must respect the principles of sustainable development. Law No. 32 of 2009 on Environmental Protection and Management (Undang-Undang Nomor 32 Tahun 2009) is the necessary attempts to ensure that every policy, plan and program has taken into account the principles of sustainable development. This law translated into implementing regulations in the form of Government Regulation No. 46/2016 on the Procedures for Conducting a Strategic Environmental Study (Peraturan Pemerintah Nomor 46 Tahun 2016). Then the Ministry of Environment followed up by issuing Environmental and Forestry Ministerial Regulation P.69/MNLHK/SETJEN/KUM.1/12/2017 On the Implementation of Government Regulation No. 46/2016 on the Procedures for Conducting a Strategic Environmental Study. In this regulation, there are at least 11 processes for the preparation of a Strategic Environmental Study. In article 17 paragraph 1 and 2 Government Regulation No. 46/2016 it is mandated that ministries/non-ministerial government institutions, provincial and district/city governments regulate the making and implementation of the Strategic Environmental Studies (SES).

There are fundamental differences in the implementation of the SES of the spatial planning document and the development program planning document. Until recently, the Ministry of Agrarian Affairs and Spatial Planning are still processing Ministerial Regulations regarding the implementation and preparation of Strategic Environmental Studies (SES) in the development of spatial plans. Environmental studies on spatial plans must follow the rules set out in Government Regulation No. 46/2016 as well as Environmental and Forestry Ministerial Regulation P.69/MNLHK/SETJEN/KUM.1/12/2017. Both regulations are conducted to determine whether each content in the spatial plan has considered the principles of sustainable development. The evaluation is carried out after the content of the spatial plan is formulated before it is determined as a regional regulation. In contrast, in the preparation of the Medium-Term Development Plan, a strategic environmental study was carried out at the beginning as an inclusion in the formulation of policy material, plans and programs.



6.2. The Embodiment of SDG11 in Cimahi Urban Development Program

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Regency area. Then in 1975, its status was upgraded from a sub-district to an Administrative City through Government Regulation No. 29 of 1975 on the Establishment of Administrative Cities. Cimahi has experienced positive population growth in the last five years. The average annual population growth of Cimahi City is 1.31 per cent. Cimahi is considered a dense city with the total area of only 40.20 km² and a population of 601,099 people in 2017 (Statistics Bureau of Cimahi, 2018). Compared to the population density index formula, the ideal population of Cimahi should be around 389,077 people. This number makes Cimahi one of the cities with the highest population density per kilometre in Indonesia. In addition to limited space, the city is faced with problems of slums, infrastructure, transportation, public policies and services as well as the carrying capacity of carrying capacity, where SDG 11 is facing various obstacles. Cimahi has a high population density of 14,953 people per square kilometre, far from the ideal density.

Cimahi's economic growth is relatively stable in the range of 5 to 5.5% per year. This amount is already higher than the average provincial and national economic growth. In Cimahi, the budget to implement the SDGs indicator accounted for 32.31% of the total direct expenditure budget of IDR 759,826,189,056.51 (approx. USD 53.11 million).

Based on the Strategic Environmental Studies (SES) for the Medium-Term Development Plan of Cimahi, various environmental conditions must be taken into account. The SES shows the following findings:

1. Food and water needs in Cimahi have exceeded the city's carrying capacity of food and water;
2. The area of agricultural land in Cimahi is currently only able to meet 3.39% of the total food needs of the population;
3. The availability of clean water in Cimahi is only able to achieve 5.07% of the overall clean water needs in the city;
4. The use of groundwater (artesian wells) by industry has reached 57.82% of the total groundwater availability in Cimahi City of 13.612 million m³;
5. Clean water consumption that can be served by PDAM is only 0.8% of the overall domestic needs of 25 million m³ per year;
6. Five rivers in Cimahi have experienced pollution with BOD (Biochemical Oxygen Demand) and COD (Chemical Oxygen Demand) level that has exceeded the river's capacity;
7. The vulnerability index for floods and drought in Cimahi are as follow: 27% of its area is in the very low category. Meanwhile, 6% of its territory is in a low category, and 67% of its area is in the moderate category, meaning that the ability of Cimahi to tolerate events related to climate change needs to be upgraded.

The implementation of the Medium-Term Development Plan in Indonesian cities, including Cimahi, is for the period of five years (2017 - 2022) stipulated under Local By-Law No. 2/2018. The substance formulation of this Medium-Term Development Plan referred to the provisions of the Ministry of Home Affairs Regulation No. 86/2017 and the Ministry of Home Affairs Regulation No. 7/2018. At the same time, the formulation of the Medium-Term Development Plan must be accompanied by a Strategic Environmental Study (SES) to ensure it has reflected principles of sustainable development. The Medium-

Term Development Plan of Cimahi accommodates 21 priority programs, which are the vision and mission as well as the political commitments of the Elected Mayor (Ginan, 2018). These 21 priority programs are a response to the problems faced by the people of Cimahi. The process of participation and the political process influenced the formulation of this Medium-Term Development Plan. As a result of this process, often, the principles of sustainable development are distorted.

The Medium-Term Development Plan of Cimahi has five missions, 11 targets and 74 strategies. The direction of the Cimahi urban development policy is as follows:

1. First-year (2018) focus on the equitable distribution of economic growth supported by the synergy of development, superior resources and quality of facilities and infrastructure with an environmental perspective, towards an independent society.
2. Second-year (2019) focus is to increase equality and economic competitiveness through community empowerment supported by quality infrastructure and human resources.
3. Third-year (2020) focus is to improve city competitiveness through economic equality and community empowerment supported by infrastructure stability.
4. The development of quality infrastructure supports the fourth-year (2021) the realization of economic funding through community participation.
5. Economic equality towards a prosperous society supported by sustainable infrastructure.

The policies and strategies mentioned above were revealed in various development programs for five years. Table 01 below shows the proportion of 207 programs in the Medium-Term Development Plan of Cimahi based on functions and fields.

Table 01. Cimahi Urban Development Programs

No.	Interest	Area	Number of Priority Program	Proportion
A	MANDATORY			
1.	Related to Basic Services	Education	9	4.3%
		Public Health	16	7.7%
		Public Works and Spatial Planning	11	5.3%
		Public Housing and Settlements	14	6.8%
		Peace, Public Order and Community Protection	9	4.3%
		Social	8	3.9%
	Total A1		67	32.4%
2	Not Related to Basic Services	Labor	4	1.9%
		Women's Empowerment and Child Protection	5	2.4%
		Food	3	1.5%
		The land	3	1.5%
		Living environment	10	4.8%
		Population Administration and Civil Registration	1	0.5%
		Community and Village Empowerment	2	1.0%
		Population and Family Control	4	1.9%
		Transportation	8	3.9%
		Communication and Information	4	1.9%

No.	Interest	Area	Number of Priority Program	Proportion
		Cooperatives, Small and Medium Enterprises	6	2.9%
		Capital Investment	3	1.5%
		Youth and Sports	7	3.4%
		Statistics	1	0.5%
		Coding	1	0.5%
		Culture	4	1.9%
		Library	2	1.0%
		Archiving	5	2.4%
	TOTAL A2		73	35.3%
B.	ELECTED			
		Tourism	3	1.5%
		Agriculture	10	4.8%
		Trading	6	2.9%
		Industry	6	2.9%
		Transmigration	1	0.5%
	Supporting Function	Planning	7	3.4%
		Finance	2	1.0%
		Staffing and Education	4	1.9%
		Research and development	3	1.5%
		National Unity	3	1.5%
		Government Support	22	10.6%
	TOTAL B		67	32.4%
	TOTAL A+B		207	100%

Source: Analysis, 2019

Of the 207 programs in the Medium-Term Development Plan of Cimahi, there are 83 programs (40%) that are directly related to the SDG11 targets and indicators (see Table 02). The reason behind the lack of programs directly related to SDG 11 targets and indicators are mainly due to internal issues such as governance. Likewise related to aspects of Basic Services as an effort to improve the quality of Basic Services, which are more of an indicator of performance as opposed to increasing access to Basic Services to the public.

Table 02. Programs in the Medium-Term Development Plan of Cimahi related to SDG 11 Targets and Indicators

No.	Target and Indicator SDG 11		Medium-Term Development Plan of Cimahi
	Target	Indicator	
Output			
1.	<i>By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums.</i>	<i>Proportion of urban population living in slums, informal settlements or inadequate housing</i>	20 out of 83 program (24.1%)
2.	<i>By 2030, provide access to safe, accessible and sustainable transport systems for all, improving road safety, notably by expanding public transport, with special attention to the needs of those in vulnerable</i>	<i>Proportion of population that has convenient access to public transport, by sex, age and persons with disabilities</i>	3 out of 82 program (3.6%)

No.	Target and Indicator SDG 11		Medium-Term Development Plan of Cimahi
	Target	Indicator	
	<i>situations, women, children, persons with disabilities and older persons.</i>		
3.	<i>By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlements planning and management in all countries.</i>	<i>Ratio of land consumption rate to population growth rate</i> <i>Proportion of cities with a direct participation structure of civil society in urban planning and management that operate regularly and democratically.</i>	22 out of 83 program (26.5%)
4.	<i>Strengthen efforts to protect and safeguard the world's cultural and natural heritage.</i>	<i>Total expenditure (public and private) per capita spent on the preservation, protection and conservation of all cultural and natural heritage, by type of heritage (cultural, natural, mixed and world heritage centre designation), level of government (national, regional and local/municipal), type of expenditure (operating expenditure/investment) and type of private funding (donations in kind, private non-profit sector and sponsorship)</i>	8 out of 83 program (9.6%)
5.	<i>By 2030, significantly reduce the number of people affected and substantially decrease the direct economic losses relative to global gross domestic product caused by disasters, including water-related disasters, with a focus on protecting the poor and people in vulnerable situations</i>	<i>Number of deaths, missing persons and directly affected persons attributed to disaster per 100,000 population</i> <i>Direct economic loss in relation loss to global GDP, damage to critical infrastructure and number if disruption to basic services, attributed to disasters.</i>	7 out of 83 program (8.4%)
6.	<i>By 2030, reduce the adverse per capita environmental impact of cities, including by paying special attention to air quality and municipal and other waste management</i>	<i>Proportion of urban solid waste regularly collected and with adequate final discharge out of total urban solid waste generated, by cities</i> <i>Annual mean levels of fine particulate matter (e.g. PM 2.5 and PM10) in cities (population weighted)</i>	8 out of 83% (9.6%)
7.	<i>By 2030, provide universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities</i>	<i>Average share of the built-up area of cities that is open space for public use for all, by sex, age and persons with disabilities</i> <i>Proportion of persons victim of physical or sexual harassment, by sex, age, disability status and place of occurrence, in the previous 12 months</i>	7 out of 83 program (8.4%)
Process			
1.	<i>Support positive economic, social and environmental links between urban, peri-urban and rural areas by strengthening national and regional development planning</i>	<i>Proportion of population living in cities that implement urban and regional development plans integrating population projections and resource needs, by size of city.</i>	3 out of 83 program (3.6%)
2.	<i>By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans</i>	<i>Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with Sendai Framework for DRR.</i>	5 out of 83 program (6.0%)

No.	Target and Indicator SDG 11		Medium-Term Development Plan of Cimahi
	Target	Indicator	
	<i>towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilient to disasters, and develop and implement, in line with Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels</i>	<i>Proportion of local governments that adopt and implement local disaster risk reduction strategies in line with national disaster risk reduction strategies.</i>	
3.	<i>Support least developed countries, including through financial and technical assistance, in building and resilient buildings utilizing local materials.</i>	<i>Proportion of financial support to the least developed countries that is allocated to the construction and retrofitting of sustainable, resilient and resource-efficient buildings utilizing local materials</i>	0%

Source: Analysis, 2019

6.3. Challenges on SDG 11 Realisation in Cimahi Urban Development

The Strategic Environmental Study is the base of Development Programs for Indonesian Cities, Cimahi is no exception. It is used to ensure that the formulation of development programs has considered the principles of sustainable development. The Medium-Term Development Plan document refers to the Long-Term Development Program that at the time of its preparation has no Strategic Environmental Study. This different period of programs means that the plans in the Long-Term Development Program (20-year program) are not necessarily programs directed at realising the SDG 11 indicators. The Medium-Term Development Plan includes not only development programs but also those related to increasing internal capacity. The size of the internal capacity building program is highly dependent on the conditions and resources of Cimahi. In the future, more attention needs to be directed to the ideal proportions to ensure that the principles of sustainable development can work well because the Medium-Term Development Plan is often considered the working document of the Mayor. It is essential that the Mayor fully understand the principle of sustainable development so that the government would deliver not merely populist policies but ones with more significant benefit in mind.

7. Conclusion

This study is limited to the depth of the program and not to sectoral development activities in Cimahi City. This study is not based on implemented programs but on program plans in the Medium-Term Development Plan to see whether the development program plans aligned with SDG 11 principles. This study assumes that the activities carried out by the sector are always in line with the program set out in the Medium-Term Development Plan.

The process of participation, political and regional head election system often disrupts the efforts to realise the SDG 11 targets and indicators in development plan documents. Programs that are populist and profitable in the short term are more appealing than those that hold a more significant benefit in the long run. Therefore, all parties need to grasp the importance of the realisation of sustainable development. There are ways to optimise the efforts to achieve SDG 11 targets and indicators with the help the decent economic

conditions, the fiscal capacity, as well as the involvement of many communities in development in Cimahi. Cimahi's economic growth is relatively stable in the range of 5 to 5.5% per year. This amount is already higher than the average provincial and national economic growth. In Cimahi, the budget to implement the SDGs indicator accounted for 32.31% of the total direct expenditure budget of IDR 759,826,189,056.51 (approx. USD 53.11 million). Furthermore, the parties who actively carried out their activities in the achievement of the SDGs in Cimahi City amounted to 17 institutions, consisting of NGOs, academics, and several other non-governmental organisations. This resource should be able to boost the effort the SDG 11 implementation in Cimahi. Future studies will be directed at assessing the actual programs implemented in Cimahi and crosscheck the programs with realisation of the Sustainable Development Goal 11.

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